

REPORT
OF THE
INSPECTOR OF PENITENTIARIES
FOR THE
FISCAL YEAR ENDED MARCH 31
1918

PRINTED BY ORDER OF PARLIAMENT



OTTAWA
J. DE LABROQUERIE TACHÉ
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY
1919

REPORT

INSPECTOR OF PENITENTIARIES

FOR THE YEAR 1878

1878



*To His Excellency the Duke of Devonshire, K.G., P.C., G.C.M.G., G.C.V.O., etc., etc.,
Governor General and Commander in Chief of the Dominion of Canada.*

MAY IT PLEASE YOUR EXCELLENCY:

I have the honour to lay before Your Excellency the Annual Report of the Inspector of Penitentiaries for the fiscal year ended March 31, 1918, made by him in pursuance of the provisions of section 19 of the Penitentiary Act.

I have the honour to be, sir,

Your Excellency's most obedient servant,

CHAS. J. DOHERTY,
Minister of Justice.

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REPORT
OF THE
INSPECTOR OF PENITENTIARIES
FOR THE
FISCAL YEAR ENDED MARCH 31, 1918.

To the Hon. C. J. DOHERTY, K.C.,
Minister of Justice.

SIR,—I have the honour to submit reports and statistics regarding the administration of penitentiaries for the fiscal year ended March 31, 1918.

The number of convicts in custody at the close of the fiscal year was 1,463, as compared with 1,694 at the beginning of the year. The average daily population was 1,513.

The following table shows the movement of population at the several penitentiaries:—

	Kingston.	St Vincent de Paul.	Dorchester.	Manitoba.	British Columbia.	Alberta.	Saskatche- wan.	Totals.
In custody April 1, 1917.....	475	428	211	92	229	160	99	1,694
<i>Received.</i>								
From jails.....	194	159	73	60	52	56	31	625
By transfer.....	17				2			19
By forfeiture of parole.....		6	1				3	10
By revocation of license.....	1	6		2				9
From reformatories.....								
From military courts.....								
By recapture.....							1	1
By order of court.....								
<i>Discharged.</i>								
By expiry of sentence.....	89	43	35	16	59	13	13	268
By parole.....	120	131	58	32	48	43	23	455
By deportation.....	19	11	2		12	9	6	59
By death.....	2	1	2	2	2	1	1	11
By pardon.....	41	2	3	4	1	14	1	66
By transfer.....		9	6			2		17
By order of court.....	1			1		4		6
By return to provincial authorities.....	2	3		1		1		7
By escape.....							1	1
Remaining March 31, 1918.....	413	399	179	98	161	129	89	1,463

FARM.

	Acres cultivated.	Hay land.	Value of products.	Net profit.
			\$ cts.	\$ cts.
Kingston.....	240	100	12,382 00	1,627 00
St. Vincent de Paul.....	170	110	9,335 00	1,249 00
Dorchester.....	79	200	12,508 00	357 27
Manitoba.....	328	15	9,235 00	2,307 00
British Columbia.....	45	12	7,623 00	1,401 00
Alberta.....	54	8	4,488 00	746 00
Saskatchewan.....	358	55	11,415 00	3,388 00
	1,274	500	66,986 00	11,075 27

HOSPITAL.

	Cases treated in dispensary.	Cases treated in hospital.	Per capita cost.
Kingston.....	3,961	173	55
St. Vincent de Paul.....	3,551	171	1 04
Dorchester.....	1,933	22	72
Manitoba.....	1,062	68	98
British Columbia.....	727	17	67
Alberta.....	1,894	21	42
Saskatchewan.....	174	8	32

NATIONALITY (PLACE OF BIRTH).

British—		
Canada.....	796	
England.....	103	
Ireland.....	31	
Scotland.....	26	
Newfoundland.....	7	
West Indies.....	5	
Other British countries.....	9	
		977
Foreign—		
United States.....	165	
Austria-Hungary.....	80	
Russia.....	72	
Italy.....	61	
China.....	26	
Germany.....	15	
Sweden.....	12	
Belgium.....	10	
Greece.....	6	
France.....	5	
Norway.....	5	
Bulgaria.....	5	
Other foreign countries.....	24	
		486
		1,463

CREEDS.

AGE.

SOCIAL HABITS.

CIVIL CONDITION.

RACIAL.

EXPENDITURE, 1917-18.

	Gross Expenditure.	Revenue.	Net Expenditure.
	\$ cts.	\$ cts.	\$ cts.
Kingston.	273,441 71	22,367 42	251,074 29
St. Vincent de Paul.	208,892 70	10,323 15	198,569 55
Dorchester.....	139,954 40	11,626 98	128,327 42
Manitoba.....	80,220 41	9,136 43	71,083 98
British Columbia.	98,446 46	7,621 89	90,824 57
Alberta.....	81,622 28	7,118 51	74,503 77
Saskatchewan	92,556 62	7,633 99	84,922 63
Totals.....	975,134 58	75,828 37	899,306 21

COMPARATIVE STATEMENT OF NET OUTLAY.

	1915-16.	1916-17.	1917-18.
	\$ cts.	\$ cts.	\$ cts.
Kingston.....	190,269 17	196,819 28	251,074 29
St. Vincent de Paul.....	161,867 83	183,328 10	198,569 55
Dorchester.....	91,003 84	99,391 95	128,327 42
Manitoba.....	77,058 09	66,707 91	71,083 98
British Columbia.....	124,042 94	111,149 69	90,824 57
Alberta.....	94,056 28	90,440 62	74,503 77
Saskatchewan.....	115,830 33	97,183 73	84,922 63
Totals	854,128 48	845,021 28	899,306 21
Average daily population.....	2,074	1,938	1,513

PER CAPITA STATEMENT.

	Kingston.	St. Vincent de Paul.	Dorchester.	Manitoba.	British Columbia.	Alberta	Saskatche- wan.
	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.
Staff	246 15	229 40	304 85	540 66	316 41	374 17	517 75
Maintenance of convicts.....	118 11	101 66	102 47	86 05	89 71	81 74	87 63
Discharge expenses.....	10 22	10 11	10 38	13 15	9 99	11 87	8 89
Working expenses.....	141 54	112 99	84 15	165 60	33 32	46 54	116 00
Industries.....	25 45	23 00	54 86	48 05	24 14	39 69	40 19
Lands, buildings and equipment.....	20 99	34 37	168 44	52 56	30 47	39 17	316 16
Miscellaneous.....	2 82	0 45	2 69	9 80	6 86	5 30	2 17
Revenue per capita	52 14	26 13	60 24	107 48	40 76	50 85	90 88

ACTUAL COST.

Supplies on hand April 1, 1917.....	\$205,485 00	
Gross expenditure 1917-18.....	975,134 00	
		\$1,180,619 00
DEDUCT.		
Supplies on hand March 31, 1918.....	\$260,591 00	
Estimated value of labour on production of capital and revenue.....	75,000 00	
		\$335,591 00
Net cost.....		\$845,028 00
Cost per caput.....		558 51
Cost per caput per diem.....		1 53

COMPARATIVE SUMMARY.

	1916.	1917.	1918.
	\$ cts	\$ cts.	\$ cts.
Gross expenditure	898,900 00	908,484 00	975,134 00
Net expenditure.....	854,128 00	845,021 00	899,306 00
Actual cost.....	808,707 00	794,496 00	845,028 00
Cost per caput	389 93	409 96	558 51
Cost per caput per diem	1 07	1 12	1 53
Average daily population.....	2,074	1,938	1,513

Respectfully submitted,
DOUGLAS STEWART,
Inspector.

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APPENDIX A.—DOMINION PAROLE OFFICER'S REPORT.

W. P. Archibald, Parole Officer, reports:—

Review.—During the said year six hundred and fourteen cases have been received and reported on by this office. Each case entails a thorough investigation, embracing antecedents, general character, employment and environment. I might add that communication is kept up with the prisoners on parole and when a man is out of employment or seeks advice of any character, I undertake to adjust matters, if within my province. A large number of men have been assisted in this manner during the past year. A few have had financial assistance, after investigation had demonstrated that they were in need or distress.

The entire system is highly satisfactory. The figures furnished by the chief commissioner of the Dominion police demonstrate, without the shadow of a doubt, the great benefits derived by the State, as well as by the individuals, who are thereby given an opportunity to earn an honest living, thus reinstating themselves in a community and proving that the upright life is most profitable in the end, the State reaping the benefit in not having to keep these men in incarceration at a per capita cost of \$1.12 per day. With few exceptions prisoners released on parole have served from one-half to two-thirds of their sentence; if considered judicious a longer term is served.

I beg to call attention to the fact that the number of delinquents in the parole system is on the decline and the figures for the past year reveal a very small percentage of those released failing to respond to kind and humane treatment.

That only 2.4 per cent have forfeited their license by subsequent conviction during the entire period covering nineteen years is gratifying indeed, and that, for the same period, only 3.7 per cent have failed to report or have had their license cancelled through non-compliance with conditions; thus making a total delinquency of 6.1 per cent.

Dominion Police Statistics.—The following is the tabulated statement received from the Dominion police for the nineteen years of operation:—

From 1899 to March 31, 1918—

Released on parole from penitentiaries.. . . .	5,395
Released on parole from other prisons.. . . .	5,702
	<hr/>
	11,097
	<hr/>
Licenses revoked.. . . .	409
Licenses forfeited.. . . .	268
Sentences completed on parole.. . . .	9,647
Sentences not yet completed.. . . .	773
	<hr/>
	11,097
	<hr/>

I also beg to call attention to the figures for the fiscal year just ended. Eight hundred and eighty-three prisoners have been released from the Canadian penal institutions; four hundred and sixty-four from the penitentiaries and four hundred and nineteen from the jails, reformatories and other provincial institutions. Of the eight hundred and eighty-three released, thirty-five or nearly 4 per cent have failed to report or, who, through non-compliance with conditions of license, have had their licenses cancelled. The forfeitures (those who have committed a subsequent offence

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after being released on parole) are only eight, or not quite 1 per cent; these have consequently been returned to prison. This is the lowest percentage of forfeitures for any year since the inception of the system. The total number of delinquencies, including revocations and forfeitures is forty-three or four point eight per cent.

Parole Office Statistics.—The tabulated statement for the year is as follows:—

TABULATED STATEMENT FOR YEAR ENDING MARCH 31, 1918.

Prisoners released on parole—		Revocations. Per cent.	Forfeitures. Per cent.	Total Loss. Per cent.
Kingston..	122	6 or 4.9	2 or 1.6	8 or 6.5
St. Vincent de Paul..	136	11 or 8.09	4 or 2.94	15 or 11.03
Dorchester..	58	3 or 5.17	3 or 5.17
Manitoba..	32	2 or 6.25	2 or 6.25
British Columbia..	50	1 or 2	1 or 2
Alberta..	43	2 or 4.65	1 or 2.32	3 or 6.97
Saskatchewan..	23	1 or 4.35	1 or 4.35	2 or 8.7
Total, penitentiaries..	464	26 or 5.6	8 or 1.7	34 or 7.3
Jails, reformatories, etc..	419	9 or 2.14	9 or 2.14
Grand total..	883	35 or 3.96	8 or 0.9	43 or 4.86

Note of Explanation.—I beg to call your attention to the fact that there is a discrepancy of eight in the above figures when compared with those reported by the penitentiary officials. This is the result of the parole office giving the entire number of licenses issued, while each penitentiary only reports those released on parole. In two cases it was found impossible to make the arrangements according to conditions of license; five prisoners refused to accept their licenses as it was nearing the expiration of their sentences, and one license was issued to a convict who had been released for deportation, but the immigration authorities were not able to arrange for his deportation.

Canadian Criminal Statistics.—I herewith beg to quote from the latest Canadian criminal statistical book and call attention to the fact that six thousand, three hundred and twenty-one persons were released from the various criminal courts of the Dominion on suspended sentence or bound over to keep the peace. Out of nineteen thousand, one hundred and sixty persons convicted for indictable offences, six thousand, seven hundred and eighty-six were sentenced to jail with the option of a fine; three thousand, eight hundred and sixteen were sent to jail for less than one year; six hundred and sixty-six for one year and less than two years; seven hundred and ninety-nine were sentenced to penitentiaries for two years and not over five years; one hundred and seventy-eight for five years and over; and five persons received a sentence of life imprisonment; and five hundred and sixty-eight were sent to reformatories. Out of twenty-one persons convicted for murder in the year 1916, only three were of Canadian birth, and for the past five years out of one hundred and thirty persons convicted for murder in the Dominion of Canada only twenty-six (one-fifth of the total) were of Canadian birth.

Ticket-of-leave versus Parole.—I beg to call attention to the fact that the words "ticket-of-leave" unnecessarily brand a released prisoner and attach not only a stigma, but a handicap to those endeavouring to reinstate themselves socially. I also beg to call attention to the fact that in many civilized countries, where the reform of the prisoner is earnestly sought by those in authority, the word "parole" has been substituted, or "conditional liberation." I have repeatedly urged in my memoranda that this change be made in the Canadian system and that the word "parole" be substituted. Little, if any, attention has been given to this proposed change. I claim that the released prisoner has a sufficiently uphill struggle without this handicap. History has demonstrated, without doubt, that the systems of ticket-of-leave in other

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countries, have been associated with the most diabolical cruelty and can never be mentioned, or the words utilized, without the memory of its past record. The word "parole" signifies that a prisoner is placed on his honour and trusted to a certain extent. For these reasons I humbly beg to suggest that the word "parole" be inserted wherever the words "ticket-of-leave" have been placed on the license or in the Act.

Although the conduct of a prisoner while in custody cannot be accepted as the sole criterion or index of character, I think that no prisoner should be released on parole who has openly defied institutional regulations and failed to respond to a fair treatment while under custody. Some officials have been embarrassed in the administration of their institutions when orders have been received to release prisoners who were at that time undergoing punishments for infractions of the discipline of the institutions. The release of a prisoner who defies discipline discourages the well-behaved prisoner who thereby hopes for better things. Releases under these conditions are invariably attributed to what they term "outside pull."

Parole and Probation.—In the parole system we now have the nucleus of a very strong organization which could be operated in connection with a suspended sentence without any further drain on our resources. Some years ago I had occasion to make inquiries concerning the probationary system in the state of Massachusetts, where probation officers are attached to the state and who receive all cases that are given what we in Canada term "a suspended sentence." The clause in the Canadian Criminal Code which authorizes the judge or magistrate to exercise the prerogative of giving a suspended sentence to a first offender is one of the best reform movements we ever had and it has been on the Statutes for years. To make the law more effective in its operation it would require careful organization and probationary officers or friends, appointed to receive at the court all such cases and provide or arrange for them a careful oversight. I would also suggest that one of the conditions be that restitution be made as far as they possibly can. Ninety-five per cent of the men and women released during the past ten years in the state of Massachusetts on a suspended sentence, or as it is termed, "the probationary system," have proved satisfactory. I have often met cases in our penitentiaries and jails where I felt, as far as the reformation of the convict was concerned, that his or her apprehension and subsequent conviction, with the mental suffering entailed from the loss of character and social status, inflicts sufficient punishment to act as a deterrent to the individual ever committing an offence of like character again. If we had a well-organized probationary system, which could be operated in conjunction with the parole system, it would be a comparatively easy matter to convince a judge or magistrate that the prisoner would have a strict supervision and be held to the terms of his or her suspended or probationary sentence. During the fiscal year, six thousand, three hundred and twenty-one persons were released on suspended sentence throughout the Dominion.

I am satisfied, from years of service, and in the study of individual cases from a criminological viewpoint, that there are many delinquents who could have been reclaimed and made good citizens by a thoroughly organized effort in connection with a suspended sentence making it auxiliary to the parole system, which system is now beyond the experimental stage and is generally acknowledged as one of the foremost reform movements, and this is accomplished without weakening the arm of the law in its operation. If there is, as demonstrated, a percentage of prisoners in our penal institutions who can be trusted, especially in the cases of minor offenders who come into provincial custody, in prison farms, reformatories, etc., and have been placed on their honour, without the supervision of guards, a pertinent and vital question affecting economics might reasonably be asked, viz.: If these prisoners respond to treatment of this character while under custody, why should they be incarcerated at all? Under the probation system, restitution, as far as possible, is made for their wrong inflicted on society and they are placed, not on prison farms or in reformatory

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institutions for treatment, but on their honour and remain in their homes, and in many cases with their old employers, or some friend who has taken an interest in them and will stand by them until they regain self-control and obedience to the laws of our social government. I have gone carefully into the working of this movement where it is in force and I honestly believe that it can be made one of the best means ever adopted in any country for the reconstruction and economic treatment of delinquents, and I earnestly beg the thoughtful attention and consideration of those in authority in this matter. I also beg to suggest that all prisoners now on parole, who have been reporting for some two or three years satisfactorily, and observing carefully their licenses and are industriously employed, be relieved from the responsibility of further reporting and when considered judicious, a full pardon granted.

Reports of the probationary systems in the United States demonstrate its overwhelming advantages in result from the viewpoint of economy, discipline and humanitarianism.

Review of British Prison System.—As we cannot dissociate the parole system from the penological treatment of prisoners I beg to submit a short brief of the English prison system reports which may prove instructive to those interested in the parole system in the Dominion.

There are fifty-six local prisons corresponding with our city and county jails and five convict prisons corresponding with our federal penitentiaries, four Borstal institutions corresponding with our reformatories and two preventive detention prisons (special prisons for hardened or habitual criminals), a classification we do not have yet in Canada. In addition there are many institutions for dealing with juvenile delinquency under sixteen years of age, but these are educational in character and not under the prison system.

The average daily population in the local prisons for 1913-14 was 14,352. Their sentences varied from two hours to two years. These institutions are also used as places of detention for prisoners waiting trial. They vary in size from a daily average as low as thirty prisoners up as high as 1,300 or 1,400. They are not under county or provincial control but under the direct control of the prison commission of the Home Office which has control of all the prisons of England and Wales. On account of this it is not difficult to correlate the work of the local prisons with that of the other parts of the prison system. While they are hampered in their dealing with the offender through having him under their control often only for a brief period, yet they provide work and other reformatory influence. If they have control of a prisoner longer than twenty-four hours he is set at work in some form of productive labour, as there is no idleness in English prisons, and labour such as the treadmill has been abolished long ago. Prisoners waiting trial are given the option of work for which they receive 5 shillings—\$1.25 per week—and most of them prefer work to idleness.

In the five convict prisons the daily average population in 1913-14 was 2,704. Their sentences varied from two years to life. The smallest of these prisons is the convict prison for women, situated at Aylesbury, with an average population (1913-14) of 95. The largest is the famous prison at Dartmoor with an average population (1913-14) of 944. A preventive detention prison was opened at Camp Hill in the Isle of Wight in March, 1912, in connection with the Habitual Criminal Act. The population daily average (1913-14) was 167. The whole regime of these special prisons is designed to fit the prisoner for conditional liberation at the end of the minimum period of his detention.

Classification and grading is carried out by the prison system in the major portion of the English prisons. Those who receive sentences for three years and over serve three months of separate cellular confinement before they are permitted to work in common with their fellow prisoners. They are given work in their cells always of a productive character for all the labour of the English prisons is wholly for the

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Government. No goods are put on the open market and are not sold in competition with goods made by free labour. Everything made by the prisoners is used by the Government. The system is described as a combination of the State use system, the public works system and the State farm system. Agricultural work is for their own consumption. The principal form of labour is in making Government supplies, such as mail bags for the Post Office Department, baskets, mats, rugs, uniforms, furniture and furnishings for offices. For the army and navy they make everything from coal sacks to flags and uniforms. At Maidstone prison there is a complete printing establishment where much of the Government printing is done.

Discipline in the English prisons is exceptionally good and is maintained almost wholly by the use of solitary confinement, lessened diet, or the taking away of privileges as punishment. Flogging and other forms of corporal punishment are almost unknown. In England and Wales, in 1913-14, flogging was resorted to only in ten cases, although some 136,000 persons passed through these institutions.

The four Borstal institutions, in 1913-14, had an average population of 925. Since the Borstal Act came into operation in 1909 some 1,043 young men have been discharged (up to 1914) and over 75 per cent have not been re-convicted. The Borstal institutions not only teach useful trades but attention is given to the moral and intellectual education, also physical training is not neglected.

It is astonishing to note the low rate of serious crimes in England and Wales. Out of 40 millions of people the total number of offences, in 1913-14, was 136,491, which was only 3,695 per 100,000 of the population. In 1884 there were 160,836 commitments, which was 604 per 100,000 of the population, showing a general diminution of crime. It is now only 60 per cent to what it was in 1884. Since 1905 the absolute number of commitments to prison has fallen 61,517 or 31 per cent. This is refreshing to us in Canada where notwithstanding the development of the parole system, prison farms, etc., the criminal populations are about stationary with a slight tendency to decrease during the past two years. During the last few years the decline in penal servitude sentences is even more striking. In the years 1907-8 the number sentenced to penal servitude was 1,173 or 3.4 per 100,000 while in 1913-14 the number was 797, a decrease of 31.6 per cent in six years.

The entire criminal population is now only 60 per cent to what it was in 1884.

Life Prisoners.—In Canada several life prisoners have, during the past few years, been released on parole, having received consideration after serving a substantial portion of their sentences. One man was released after serving twenty-six years and four months in prison. Others of lesser periods have been placed in a helpful environment and assisted in various ways. Only one of the entire number has done anything which would be a reflection on the parole system.

In Kentucky, U.S.A., the parole act of 1914 was amended by act of 1916 so as to extend the benefits of parole which had previously been provided for those having received indeterminate sentences to all inmates of penal institutions under flat sentence. Life prisoners cannot apply until they have served at least eight years in said state.

Moral Will and Disease.—The word psychopathic has come into general use and fills a gap in the old nomenclature caused by the widening fields in the activities of psychologists and psychopathologists. In the new penology old distinctions are fast losing their former clear-cut and sharply dividing features between crime and sentimentality, sanity and insanity, which confounds moral will with disease and produces wrong conceptions in our social life.

Parole.—To every candid observer it must be evident that the parole system is gradually coming into its own as an organic entity, working in harmony with the most advanced ideas on the social treatment of crime and offering both to society and the criminal a hope for the future which imprisonment alone can never afford. Friends

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if the parole and probationary systems may logically advocate the principle that until governments spend on the oversight of men out of prison the equivalent of what they spend on men while in custody, a parole or conditional release has not been given its full value.

The Great War.—At the end of the last fiscal year, four hundred and ten men who had previously been released on parole and were industriously employed in their various avocations, had volunteered, and having been accepted by the military authorities were sent to the front in various units. About one hundred men have also enlisted during this year, making a total of a little over five hundred men who are now rendering active service in the great war. Invariably the reports received concerning these men are gratifying, several having won distinction for bravery and good conduct.

Thanks.—I beg to mention the hearty co-operation and sympathy extended to this movement by the inspectors and wardens of the penitentiaries, the heads of provincial institutions, the various prison aid and philanthropic societies, and the many patrons or friends throughout the Dominion who have rallied to the call of the fallen and have rendered assistance in every possible way to make the parole system the great success it now is.

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APPENDIX B.—WARDENS' REPORTS.

KINGSTON.

Robert R. Creighton, warden, reports: The population at the beginning of the fiscal year was 475, during the succeeding twelve months 212 were received and 274 discharged, leaving at the end of the year 413 inmates, of whom 35 were women.

I am glad to be able to state that with the decrease in population there has been a corresponding shrinkage in the stone-pile gang, until instead of its being the largest it is now one of the smallest we have, and I hope before there is any marked increase more useful and instructive occupation for the surplus may be found.

TRADE SHOPS.

Work in the various shops, with the exception of the tailor and shoe, is still confined to supplying our own needs. I am looking forward, however, to the time, which I hope is not far distant, when we may be given some work for other departments of the Government to do, which we could well undertake with advantage to all concerned.

FARM.

We had on the whole a successful season on the farm. The hay crop was abnormal; after making ample provision for our own needs, we sold about 127 tons, netting us \$1,760.46. The root crop, too, was above the average; in addition to meeting our own requirements in this direction, we had a considerable quantity of vegetables for sale, for which we received \$278.53.

Although in the early part of the season the grain crop promised well, a continued dry spell about the time it was heading out retarded its growth and the result, in consequence, was disappointing.

The piggery still continues to give good results, although if the building were more advantageously situated and properly heated it would be much improved. After filling the steward's requisitions for pork we sold 7,555 pounds, receiving therefor \$1,531.72.

PRISON ROADS.

That portion of King street facing the penitentiary property was regraded and given two applications of tarvia. The improved appearance this has given to the surroundings has been frequently remarked. Our next efforts in this direction should be centred on Palace street, which is badly in need of regrading for its entire length.

BUILDING OPERATIONS.

During the winter months the work of razing the interior of the north wing, preparatory to reconstruction into a cell block, was continued; it is now ready for rebuilding. Operations on it were discontinued as soon as the season for outdoor work opened up.

The construction of a new chimney on the power-house, to replace one much too small to provide adequate draught for the boilers, was completed, and the engineer informs me that as a result the efficiency of his plant has been much added to.

A very satisfactory start has been made with a new cut-stone water front it is intended to construct around that portion of the property requiring it, to replace the present one of timber referred to in a previous report. As the work progresses, it is

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more plainly evident that it was undertaken none too soon, as the old timbers are, most of them, in the last stages of decay. Judging from the appearance of the portion built, when completed it will add much to the appearance of the reserve from the water, will be in keeping with the boundary wall, and, in addition, I am satisfied will be found less expensive and much more durable than to have reconstructed it of timber.

HOSPITAL.

The fact that there were only two deaths during the year, and those from diseases, that could have had no other termination, viz., tuberculosis and paralysis, speaks well for the health and sanitary arrangements of the institution.

There were no epidemics, excepting a light form of la grippe in the early spring, which lasted for about ten days.

The surgeon speaks well of the attention of the overseers to the patients and to their duties generally.

The building is kept clean, well ventilated and warm, and everything in reason is done for the comfort of the patients.

The net expenditure for drugs during the year was \$238.37, at a per capita cost of 55 cents; in my opinion a very satisfactory showing, considering the condition of the drug market.

The installation of lights in the cells, referred to in a previous report, has been a great boon to the inmates.

There was one serious accident during the year, resulting in a broken fibula above the ankle, the particulars of which were reported at the time. The patient made a good recovery.

FEMALE PRISON.

The matrons speak well of the conduct and industry of the women under their charge and the small number of reports I am called upon to deal with is the best evidence of this.

Unfortunately, until a short time ago, we had not enough work to keep them busy; this condition I am glad to say has been rectified, but hardly comes within the scope of this report as it was subsequent to the close of the fiscal year.

In their spare time they made a number of articles for the Red Cross, who provided all material. The matrons were complimented on the excellence of the work turned out.

The quarters present the clean and well-kept appearance that has always been characteristic of them and is the best evidence of the interest and care those in charge take in the performance of their duties.

CHAPELS.

Both the morning and afternoon Sunday services in both chapels have been regularly conducted during the year and the chaplains faithful and regular in the performance of the duties pertaining to their office. They speak well of the conduct of the men during service.

SCHOOL.

The school continues to be taken advantage of by as many of the inmates as there is room to accommodate. The results would be much improved if its scope were extended and the services of a regularly qualified teacher secured. During the year thirteen acquired a knowledge of reading, writing and the elementary rules of arithmetic.

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LIBRARY.

Perhaps the best proof of appreciation the men show of the library is the care they take of the books. In spite of this some of them are very much the worse for wear from constant use, and will have to be replaced before very long.

The library is a great factor in the maintenance of discipline during the evening and while the men are in their cells.

The general conduct of the men during the year has been good and the discipline up to the average.

ST. VINCENT DE PAUL.

G. S. Malepart, warden, reports: At the beginning of the year the population was 428 including 5 in the insane asylums; there were received 162 and discharged 191, leaving a population at the close of the year of 399, and a daily average of 395.

The construction work on the new Roman Catholic chapel was started at the beginning of the year and the walls were up full height the 28th July. A month after the roof was in position and outside walls pointed. The floor was then laid in basement and steel barriers as well as window frames placed in position, also temporary sashes placed in window frames which made the building safe from the winter storms.

Work was also carried on in the new Protestant chapel, the library and school and new Roman Catholic chapel, all three now being ready for finishing touches of the painters.

The top of the large ventilator leading from the dome was found to be in a bad state owing to the use of soft bricks in the original construction. The masons removed the objectionable material, replacing it by first-class bricks and the structure is now in a prime condition.

With the finishing of the interior of the new Roman Catholic chapel and few minor repairs to the administration building, all traces of the fire of 1914 will be removed, and the prison more up-to-date in every particular.

The new steam heating system has been installed in the shoe and tailor shops, new library, Protestant chapel as well as in the warden's and deputy warden's quarters.

Work of changing sewerage discharge from the Providence nunnery and warden's quarters to the river has been done. Installation of two new oil engines and laying the new intake pipes, 256 feet long, into the river has also been done by our engineer who is deserving of special mention for his great enterprise.

The operations of the farm during the year were very successful. We had a large quantity of vegetables and enough potatoes to supply the institution.

We have had an escape from the farm, but the convict was recaptured the next day a few miles from the prison.

The sanitary condition of the prison has been most satisfactory. We have had only one death during the year.

I am pleased to report that on the whole the conduct of convicts has been good and the discipline maintained.

DORCHESTER.

A. B. Pipes, warden, reports: I inclose herewith the usual statistical tables and returns of this institution for the fiscal year 1917-18 and report as follows:—

The conduct of the convicts has been very good, and discipline well-maintained.

Our surgeon reports the general health of the convicts has been good. Two deaths occurred during the year, one by suicide and one by epilepsy. We hope, when conditions are more settled, the question of better hospital accommodation for here will be considered.

Both chaplains express their satisfaction with their year's work.

9 GEORGE V, A. 1919

MANITOBA.

W. R. Grahame, warden, reports: The convicts have been kept regularly employed at the usual trades and usual employment within the prison. Their conduct and industry with few exceptions has been good. Farming operations being our principal work during the summer months. During last season the acreage of grain, etc., and yield were as follows: Oats, 175 acres, 7,530 bushels; barley, 80 acres, 1,940 bushels; potatoes, 16 acres, 1,810 bushels. We also had three acres of garden produce.

A concrete roof was put on the root-house in the farmyard last season. Our farm buildings are rather antiquated, and should be replaced by new and more modern ones.

The discipline of the officers during the past year has been good, for which I thank them.

I feel it my duty to mention the deaths during the past year of Surgeon McGuire and the Reverend Father Joubert, both of whom were exceptionally zealous in the performance of their respective duties.

BRITISH COLUMBIA.

J. C. Brown, warden, reports: The prison population continues to decrease, having fallen during the year from 229 to 161.

Discipline has been fairly well maintained. Of 280 in custody during the year, 230 incurred no punishment.

Satisfactory progress has been made on the construction of the new kitchen and hospital building.

The chaplains and school instructor report a year of quiet, useful work.

Seventeen prisoners were treated in hospital, and there were 727 dispensary treatments, nearly half of them for "constipation." The per capita cost of drugs used was 67 cents. There were no accidents, but two deaths occurred from natural causes.

The saving of coal by using drift-wood, which has been considerable for some years past, was increased this year to a total of at least 140 tons. From the farm we sold \$2,000 worth of pork and \$1,400 worth of potatoes and other vegetables, after providing amply for prison requirements.

Six permanent officers volunteered for military service overseas during the year, and one was drafted, making a total of sixteen who have gone overseas since the war began. As a consequence, of the guards and watchmen now employed, 70 per cent are "temporary" officers. This to some extent increases the difficulties of management.

The necessary statistical and financial statements accompany this report.

All of which is respectfully submitted.

ALBERTA.

J. C. Ponsford, warden, reports: From the movement of convicts report it will be seen that there is a decrease for the year of 31 in the number confined here, which reduces the population of this penitentiary to 129, that being the smallest number confined here since the 1908-09 report. For the year 1916-17 there was a reduction of 32, making a total reduction for the last two years of 63. This large reduction I attribute almost entirely to war conditions, as a large number of convicts on their release have immediately enlisted in some one of the Canadian expeditionary force units. From reliable information received, many of them have made the supreme sacrifice.

During the year our new heating plant was completed, which enables the engineer to heat all of the prison and workshops, as well as the warden's residence which is 800 feet distant, from one central point. The new heating system is very much appreciated

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from the fact that it does away with the small heaters which were used in each of the buildings. After testing our new heating plant early in the fall, it was found that the smokestack, which had a 28-inch square flue and was 70 feet high, did not give sufficient draught for the two 60 horse-power boilers which were being used and it became necessary to build a new brick smokestack, which was done. The smokestack has a base 20 feet square, is 6 feet square on top, and is 116 feet 6 inches from the bottom of the base to the top of the cap. It has a flue 4 feet square, and is lined 50 feet high with fire-brick. A record was made in the construction of this smokestack, the work being done in one day less than six weeks, or a total of forty-one days, which included six Sundays, on which no work was done. The whole of this work was done with absolutely unskilled labour; not a convict who worked on the chimney had ever laid brick until his incarceration here.

During the last month of our fiscal year, on the 16th of March, a fire was discovered in the carpenter shop at 9.25 p.m., by the watchman of the prison. The alarm was turned in to the chief watchman, and owing to his delay in calling the fire department the fire got a good start before the arrival of the department, and caused damages to the extent of approximately \$3,000. This matter was fully covered in a special report after investigation as to the cause and action taken regarding the responsibility for the same.

The showing made by the report of the farm, which gives a net profit of \$745.80 on the small acreage under cultivation, is very complimentary to our farm instructor, Mr. C. W. Brett. This, in view of the fact that we were unfortunate enough to have our oat crop severely damaged by hail, only getting 36 bushels to the acre, whereas on the same land during the previous year, we had a fraction over 101 bushels to the acre, and the further loss of a horse at the close of the previous year, which cost \$275 to replace. The fencing on the farm is practically complete, and all the level land, both north and south of the Canadian Northern Railway tracks, has been stumped and cleared and will be in crop this year. About three acres of the side-hill south of Jasper avenue, leading to the river, was stumped and broken during the fall and it is the intention to break and clear the balance of the side-hill which can be tilled. When this is done it will add about eight acres to the farm.

At the urgent request of the military authorities, one line of orthopaedic work was taken up for them, being the manufacture of shoes for all kinds of crippled feet. This class of work has been done very satisfactorily to all concerned, leaving a 10 per cent profit to the institution. Over 100 pairs of shoes were made during the year.

During the year another, and what may develop into an important industry for the penitentiary, was opened by us, viz., the shipment of coal from our coal mine to the Saskatchewan and Manitoba penitentiaries. From those two penitentiaries, I have orders on hand in the aggregate of 2,350 tons, which orders I hope to be able to complete before the cold weather sets in next fall.

The health of the convicts has been exceptionally good, there being no serious cases in the hospital during the year. Twenty-one convicts put in a total of 248 days in the hospital, and there were 1,894 cases treated in the dispensary.

The spiritual welfare of the convicts was well and ably taken care of by the Roman Catholic and Protestant divines. The Salvation Army also rendered valuable assistance to a number of the convicts on their release, in several cases coming to the penitentiary gate to meet them.

The convicts attending school averaged 36 for the year. Their discipline was good, and they made splendid progress in their studies.

I am very much pleased to be able to report that we had no escapes during the year, and that the discipline of the convicts was reasonably good.

9 GEORGE V, A. 1919

SASKATCHEWAN.

W. J. Macleod, warden, reports: Our population on March 31, 1917, was 99; during the year we received 34 and discharged 44, leaving a population on the 31st of 89, this includes five prisoners in the provincial hospital for the insane. Our daily average was 84.

The following very necessary works were completed during the year: A new sewage disposal plant. An extension to our granary of 50 feet by 30 feet, which now gives us storage capacity for 20,000 bushels of grain. We completed our new well, put a cement floor in the bottom and a cement cover over the top. It now is 30 feet long by 10 feet wide by 19 feet deep, which insures a plentiful supply of wholesome water. The new 80,000-gallon water-tower, 110 feet high, has been completed and gives entire satisfaction. The new electric pump has been installed and is giving satisfaction. The coal-house is completed, but it is not nearly large enough and I would recommend that an addition be built to it, as our western coal slacks if exposed to the weather. We have extended steam heating from our central plant to all the workshops, sewage, stable, water-tower, pump-house and hospital. The steam was also connected with the new heaters in the warden's and deputy warden's residences and not only gave entire satisfaction but saved considerable fuel. By heating the shops with steam we have been able to do away with the hot-water furnaces, and have found it to be much more economical. We have installed new steam cooking-kettles, and done away with the large range, thereby making another reduction in fuel consumption. The watchman's electric clock has been connected with stations in the yard and stable. During the past winter we have plastered the cells on the west side of the new cell block and have the lower gallery ready for occupation. We made some 130,000 bricks during the summer, which will be sufficient for all building operations next year.

We had one escape during the year, a full report of which was sent you at the time. This prisoner afterwards was recaptured.

The chaplains report that the attention of the prisoners during services has been good.

The surgeon reports that the ventilation and sanitary arrangements in the new cell-block are excellent, and that the health of the prisoners generally has been good, especially during the past three months. There were two major operations, one of which was a double pyrigium, and the other a multiple abscess.

There was one death during the year.

The library which contains several hundred excellent volumes has been a source of great comfort and benefit to the convicts who seem to thoroughly enjoy reading and studying during the evenings and on every occasion when they have any spare time.

The school is carried on each week day as well as facilities permit. We hope a great improvement in the present system will be introduced when better quarters are available.

Owing to the very dry summer our crops did not turn out as well as was expected, in some places the grain was dried up for want of moisture. Nevertheless we sold about 1,057 bushels of wheat which graded number one. We had plenty of vegetables for our own use, and grain for our horses and hogs, and sufficient for seeding this spring. We threshed 1,480 bushels of wheat, 2,807 bushels of oats, 712 bushels of barley, 60 bushels of peas and oats, and dug 1,957 bushels of potatoes. We had 259 acres in crop and 90 acres in hay. We ploughed up 40 acres of our hay-land last summer and will seed it this spring with grain. We valued our last summer's crop at about \$8,000.

We were busy all winter hauling gravel for building purposes and wood for burning brick. We raised some 75 young pigs during the past year, supplied the prison with all pork required and sold balance to customers. We are increasing our number of brood sows this year.

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APPENDIX C.—EXPENDITURE.

KINGSTON.

Staff—		
Salaries and retiring allowances.. . . .	\$90,768 57	
Uniforms and mess.. . . .	6,821 68	
War Bonus.. . . .	7,838 27	\$105,428 52
Maintenance of convicts—		
Rations.. . . .	\$27,463 47	
Clothing and hospital.. . . .	20,470 93	47,934 40
Discharge expenses—		
Freedom suits and allowances.. . . .	\$6,639 14	6,639 14
Working expenses—		
Heat, light and water.. . . .	\$55,680 89	
Maintenance of buildings and machinery.. . . .	7,455 87	
Chapels, schools and library.. . . .	253 75	
Office expenses.. . . .	1,125 53	64,516 04
Industries—		
Farm.. . . .	\$ 2,299 32	
Trade shops.. . . .	36,470 22	38,769 54
Prison equipment—		
Machinery.. . . .	\$3,366 46	
Furnishing.. . . .	1,027 65	
Utensils and vehicles.. . . .	1,259 86	
Land, buildings and walls.. . . .	3,291 64	8,945 61
Miscellaneous—		
Advertising and travel.. . . .	\$587 55	
Special.. . . .	620 91	1,208 46
		<u>\$273,441 71</u>

ST. VINCENT DE PAUL.

Staff—		
Salaries and retiring allowances.. . . .	\$79,430 66	
Uniforms and mess.. . . .	5,795 94	
War Bonus.. . . .	6,436 72	\$91,663 32
Maintenance of convicts—		
Rations.. . . .	\$26,251 28	
Clothing and hospital.. . . .	9,620 03	35,871 31
Discharge expenses—		
Freedom suits and allowances.. . . .	\$4,658 88	
Transfer and interment.. . . .	270 08	4,928 96
Working expenses—		
Heat, light and water.. . . .	\$36,946 72	
Maintenance of buildings and machinery.. . . .	13,418 19	
Chapels, schools and library.. . . .	311 92	
Office expenses.. . . .	917 70	51,594 53
Industries—		
Farm.. . . .	\$6,219 88	
Trade shops.. . . .	3,320 37	9,540 25
Prison equipment—		
Machinery.. . . .	\$4,898 82	
Furnishing.. . . .	763 07	
Utensils and vehicles.. . . .	1,480 36	
Land, buildings and walls.. . . .	7,973 99	15,116 24
Miscellaneous—		
Advertising and travel.. . . .	\$ 63 65	
Special.. . . .	114 44	178 09
		<u>\$208,892 70</u>

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EXPENDITURE—Continued.

DORCHESTER.

Staff—		
Salaries and retiring allowances.. . . .	\$50,843 32	
Uniforms and mess.. . . .	4,399 49	
War Bonus.. . . .	3,775 00	
		\$59,017 81
Maintenance of convicts—		
Rations.. . . .	\$14,389 08	
Clothing and hospital.. . . .	7,260 44	
		21,649 52
Discharge expenses—		
Freedom suits and allowances.. . . .	\$2,224 67	
Transfer and interment.. . . .	422 55	
		2,647 22
Working expenses—		
Heat, light and water.. . . .	\$11,487 02	
Maintenance of buildings and machinery.. . . .	3,633 52	
Chapels, schools and library.. . . .	335 45	
Office expenses.. . . .	688 98	
		16,144 97
Industries—		
Farm.. . . .	\$7,533 68	
Trade shops.. . . .	3,023 01	
		10,556 69
Prison equipment—		
Machinery.. . . .	\$10,716 45	
Furnishing.. . . .	219 19	
Utensils and vehicles.. . . .	583 43	
Land, buildings and walls.. . . .	17,899 84	
		29,418 91
Miscellaneous—		
Advertising and travel.. . . .	\$424 23	
Special.. . . .	95 05	
		519 28
		<u>\$139,954 40</u>

MANITOBA.

Staff—		
Salaries and retiring allowances.. . . .	\$37,306 38	
Uniforms and mess.. . . .	2,933 06	
Living allowance.. . . .	3,491 65	
War bonus.. . . .	2,222 48	
		\$45,953 57
Maintenance of convicts—		
Rations.. . . .	\$4,475 12	
Clothing and hospital.. . . .	2,145 78	
		6,620 90
Discharge expenses—		
Freedom suits and allowances.. . . .	\$843 73	
Transfer and interment.. . . .	53 00	
		896 73
Working expenses—		
Heat, light and water.. . . .	\$9,549 43	
Maintenance of buildings and machinery.. . . .	3,500 76	
Chapels, schools and library.. . . .	135 65	
Office expenses.. . . .	167 36	
		13,353 20
Industries—		
Farm.. . . .	\$ 665 49	
Trade shops.. . . .	2,371 59	
		3,037 08
Prison equipment—		
Machinery.. . . .	\$1,501 08	
Furnishing.. . . .	430 02	
Utensils and vehicles.. . . .	182 87	
Land, buildings and walls.. . . .	7,411 36	
		9,525 33
Miscellaneous—		
Advertising and travel.. . . .	\$ 33 60	
Special.. . . .	800 00	
		833 60
		<u>\$80,220 41</u>

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EXPENDITURE—Continued.

BRITISH COLUMBIA.

Staff—		
Salaries and retiring allowances.. . . .	\$47,890 04	
Uniforms and mess.. . . .	3,937 49	
Living allowance.. . . .	4,353 68	
War Bonus.. . . .	3,016 15	
		\$59,197 36
Maintenance of convicts—		
Rations.. . . .	\$12,433 57	
Clothing and hospital.. . . .	3,226 61	
		15,660 18
Discharge expenses—		
Freedom suits and allowances.. . . .	\$2,532 93	
		2,532 93
Working expenses—		
Heat, light and water.. . . .	\$3,633 54	
Maintenance of buildings and machinery.. . . .	1,677 34	
Chapels, schools and library.. . . .	229 65	
Office expenses.. . . .	753 18	
		6,293 71
Industries—		
Farm.. . . .	\$2,658 37	
Trade shops.. . . .	1,821 62	
		4,479 99
Prison equipment—		
Machinery.. . . .	\$ 419 14	
Furnishing.. . . .	193 55	
Utensils and vehicles.. . . .	261 45	
Land, buildings and walls.. . . .	8,124 90	
		8,999 04
Miscellaneous—		
Advertising and travel.. . . .	\$ 33 25	
Special.. . . .	1,250 00	
		1,283 25
		\$98,446 46

ALBERTA.

Staff—		
Salaries and retiring allowances.. . . .	\$40,974 25	
Uniforms and mess.. . . .	4,301 67	
Living allowance.. . . .	3,953 84	
War Bonus.. . . .	2,829 97	
		\$52,059 73
Maintenance of convicts—		
Rations.. . . .	\$9,307 56	
Clothing and hospital.. . . .	2,089 90	
		11,397 46
Discharge expenses—		
Freedom suits and allowances.. . . .	\$938 96	
Transfer and interment.. . . .	572 89	
		1,511 85
Working expenses—		
Heat, light and water.. . . .	\$2,402 34	
Maintenance of buildings and machinery.. . . .	1,787 97	
Chapels, schools and library.. . . .	251 81	
Office expenses.. . . .	579 57	
		5,021 69
Industries—		
Farm.. . . .	\$ 580 17	
Trade shops.. . . .	3,377 36	
Coal mine.. . . .	1,481 24	
		5,438 77
Prison equipment—		
Furnishing.. . . .	\$ 254 42	
Utensils and vehicles.. . . .	370 46	
Land, buildings and walls.. . . .	4,825 65	
		5,450 53
Miscellaneous—		
Advertising and travel.. . . .	\$ 2 75	
Special.. . . .	739 50	
		742 25
		\$81,622 28

EXPENDITURE—Concluded.**SASKATCHEWAN.**

Staff—		
Salaries and retiring allowances.. . . .	\$34,356 92	
Uniforms and mess.. . . .	3,514 72	
Living allowance.. . . .	3,177 90	
War Bonus.. . . .	2,150 99	
		<u>\$43,200 53</u>
Maintenance of convicts—		
Rations.. . . .	4,263 45	
Clothing and hospital.. . . .	3,442 23	
		<u>7,705 68</u>
Discharge expenses—		
Freedom suits and allowances.. . . .	\$881 69	
		<u>881 69</u>
Working expenses—		
Heat, light and water.. . . .	\$10,806 05	
Maintenance of buildings and machinery.. . . .	1,971 65	
Chapels, schools and library.. . . .	267 97	
Office expenses.. . . .	622 07	
		<u>13,667 74</u>
Industries—		
Farm.. . . .	\$1,509 50	
Trade shops.. . . .	2,538 49	
		<u>4,047 99</u>
Prison equipment—		
Machinery.. . . .	\$3,002 74	
Furnishing.. . . .	189 81	
Utensils and vehicles.. . . .	397 71	
Land, buildings and walls.. . . .	19,282 03	
		<u>22,872 29</u>
Miscellaneous—		
Special.. . . .	\$180 70	
		<u>180 70</u>
Totals.. . . .		<u>\$92,556 62</u>

PENITENTIARIES GENERAL.

Salary of purchasing agent G. A. Dillon, 12 months.. . . .	\$3,200 00	
Salary of Miss Grant, 12 months.. . . .	840 00	
Salary of Miss Brill, 12 months.. . . .	625 59	
Postage.. . . .	66 00	
Telephones.. . . .	19 10	
Removal expenses of office from Montreal to Ottawa.. . . .	43 39	
Stationery and office furniture.. . . .	78 53	
Cleaning of office (6 months).. . . .	18 00	
		<u>\$4,890 61</u>
Assistance to paroled convicts.. . . .		122 00
Sundry printing.. . . .		20 45
		<u>\$5,033 06</u>